

SHORT SERVICE SYSTEM. *Committee*

(Report)
United Service Institution
of India.

A 45

REPORT

OF THE

COMMITTEE APPOINTED BY THE SECRETARY
OF STATE FOR WAR

TO

CONSIDER THE CONDITIONS OF A SOLDIER'S SERVICE,

AS AFFECTED BY THE INTRODUCTION OF THE

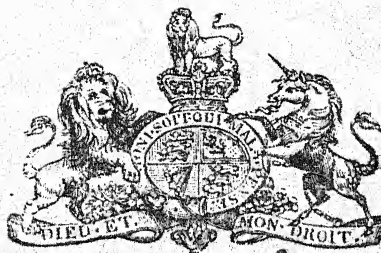
SHORT SERVICE SYSTEM,

AND OTHER MATTERS IN CONNECTION THEREWITH.

1878.

United Service Institution
of India.

Presented to both Houses of Parliament by Command of Her Majesty.



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REPORT.



SECRETARY OF STATE,

THE full effect which the adoption of the Enlistment Act of 1870 has had on the old system of Rewards and Punishments, though felt, has scarcely yet been recognized. The close examination which the Committee, aided by the opinions of Commanding Officers (Appendix I.), have been able to give to the subject, has, however, prominently brought out incongruities in the warrants and regulations framed to suit a system which has disappeared. These warrants, owing to their having grown up during a time when the conditions of a soldier's service were constantly changing, have necessarily become complicated, though suitable more or less to "long service"; when applied to short service, under which the number of men passing through the ranks is largely increased, they are found to be over-weighted with intricacies which greatly hamper the whole work of administration; this will be much more the case, as recent experience has shown, when the army expands from peace cadres into a force numerically far in excess of any contemplated in former times. In a service founded on voluntary enlistment it is impossible to avoid complication to the extent that might be done in one based on compulsory service; the endeavour has, therefore, been to reduce this complication to a minimum. But what has forced itself on the Committee is the importance of dealing with the subjects submitted to them as a whole, and of making recommendations which hang together by a chain of one clear and dominant idea.

Convinced, however, of the advisability of introducing as few changes as possible, the Committee have not suggested anything entirely new, and the forms as well as the titles now in existence have been adhered to.

The object as regards pay, good-conduct pay, deferred pay, and rewards, has been to retain the full value of all that previously existed, and at the same time, without undue expense, to improve the position of the soldier, to simplify the keeping of accounts, records of service, and returns, and, above all, to enable even the last-joined recruit to understand alike the advantages offered on joining the service and the advantages to be gained by good conduct.

The disinclination at present shown by serjeants and corporals to extend their service beyond either the six or twelve years' period establishes the absolute necessity for some measures for the improvement of the position of the non-commissioned officers, in order to induce them to remain in the service. (Appendix III.)

In regulating punishment the main object is to obtain the highest state of discipline with the least amount of imprisonment, and the Committee think that this will be best attained by giving increased power to Commanding Officers.

The objections to this enlarged power have not been overlooked, nor the fact that, in the case of summary awards, evidence is not taken on oath.

But it must be recollected that military offences are very different from civil crimes, and that in the orderly-room a Commanding Officer knows all about the men he is dealing with, and the men know one another, while, on the other hand, in civil life, a magistrate is dealing with strangers. Besides this, the existence of military law is due entirely to the necessity of permitting military authorities to administer substantial justice under less rigid and formal rules than obtain in ordinary courts of law, and in a manner more suitable to the conditions and exigencies of the Army.

In the Navy, evidence in the cases of summary award is not taken on oath, yet a naval officer has higher powers than those now proposed for military Commanding Officers.

Uniformity of punishment will be ensured by the strict supervision exercised by Officers commanding districts under instructions from His Royal Highness the Field-Marshal Commanding in Chief.

The question of desertion presents many difficulties. By the measures proposed it is hoped that "absence followed by unlawful enlistment," which the Committee regard as an aggravated form of desertion, will be of much less frequent occurrence, and generally that by the enlarged powers given to Commanding Officers, as well as the proposed alteration in the terms of discharge by purchase and other recommendations, not only the numbers of Courts-Martial but also the crime of desertion will be sensibly reduced.

GOOD-CONDUCT PAY.

In reference to the instructions to the Committee to investigate the working of the present good-conduct pay regulations, and to recommend a modification of them or a substitute for them, to suit the short-service system of enlistment, it appears that the annual grant for good-conduct pay has been at the rate of 140,000*l.* for some years

Annual grant for good-conduct pay.

1872-3	-	-	139,348
1873-4	-	-	154,052
1874-5	-	-	146,559
1875-6	-	-	142,817
1876-7	-	-	133,808

past, and the expenditure as shown in the margin. But as the Army Enlistment Act for short service only dates from the 9th August 1870, the effect of short service on the sum annually expended in good-conduct pay cannot yet be apparent; a steady decrease in the expenditure has already commenced, and if the rules for the issue of good-conduct pay as now existing continue in force the money rewards hitherto granted for good conduct will be gradually and considerably reduced.

When the Enlistment Act of 1870 was under the consideration of Parliament, the Secretary of State determined to abolish bounty on enlistment, as well as the extra *1d.* a-day on re-engagement; at the same time, in order that the soldier might not lose by the change, the periods at which good-conduct pay was granted were shortened, and made to coincide with those fixed in the Enlistment Bill; thus—

1st badge, after 2 years instead of 3 years.

2nd " 6 " 8 "

3rd " 12 " 13 "

4th badge, 18 years as previously.

When these alterations were made, it was contemplated that the majority of men would serve for 12 years (long service).

Under the regulations issued by the Secretary of State, in accordance with the Act of 1870,* the enlistments for Infantry were directed to be either for long or short service, while those for the Cavalry, Artillery, and Engineers were all for long service. In 1871, under this system, 14,393 men enlisted for long service, and 9,175 men for short service.

In 1874,† the proportions were altered, and it was decided that 25 per cent. of the Infantry and Cavalry of the Line, and 50 per cent. of the Artillery and Engineers, should be enlisted for long service. In 1875 and 1876 enlistments for long service numbered 5,349, 5,501, respectively, and for short service 13,145 and 23,869. In 1874, men were permitted to pass to the Reserve after three years' service.

At present‡ all enlistments for the Infantry are for short service, and soldiers are allowed to extend their service in the proportion of 25 per cent. of the rank and file of a battalion.

From this it appears that the Good-conduct Pay Warrant was altered in 1870 to suit a general service of 12 years with a small proportion of Infantry leaving after six years, and that since then the conditions of service have been altered to a term of six years for the Infantry and eight for the other branches, with a proportion of Infantry leaving after three years.

In the following recommendations the Committee propose a change of the system of good-conduct pay as regards private soldiers, and its abolition as regards all non-commissioned officers, including corporals. The system has hitherto been of the greatest advantage to the Army, especially in the lower ranks, and its continuance for privates and lance-corporals, with such alterations as will make it suitable to the shortened periods of service, is recommended.

The regulations for good-conduct pay should, in future, be on the following basis:—

(a.) Periods for obtaining badges—

To remain as at present, with the exception that the second badge be gained after five years instead of after six years.

(b.) Conditions under which badges are earned—

To remain as at present.

(c.) Forfeiture of badges—

To remain as at present.

(d.) Recovery of badges—

Any soldier who shall have forfeited his good-conduct badge or badges to have one badge restored to him at the expiration of one year from the date of his

* Army Circulars, 1870, Cl. 134.

† Army Circulars, 1874, Cl. 67. General Order 34 of 1874.

‡ Army Circulars, 1878, Cl. 36. General Order 18 of 1878.

last offence entailing an entry in the regimental defaulter book, or of his ceasing to suffer imprisonment or stoppage of pay for such offence; the other badges of which any soldier may have been deprived to be re-conferred on subsequent service of twelve months between each badge, provided that to qualify for a higher rate he shall have been in possession of the next lower rate of good-conduct pay for one year.

In making these proposals, the Committee have been guided, to a great extent, by the opinions of Commanding Officers. [Appendix I, questions 1, 2, 3, and 4.]

The object of good-conduct pay is to assist the Commanding Officer in the maintenance of discipline, and it is hoped that the grant of a second badge after five years' service will have a very beneficial effect, as the infantry soldier will then not only be able to earn this reward, but also to derive benefit from it before he passes to the Reserve. With the same object, it is proposed that one year free from entry in the regimental defaulter book or punishment connected with such entry should be sufficient to qualify for the restoration of a badge under all circumstances. For, having regard to the short time men now have to serve, unless the period of two years required for the restoration of a badge be shortened, the system may fail altogether as an inducement to good conduct on the part of men who have committed an offence after once forfeiting a badge. From this change, moreover, a great simplification of the present complicated rules would result.

No alteration is proposed in the periods for obtaining badges subsequent to the second badge. Further inducements to good conduct for men who extend their service to 12 years or re-engage for pension should not be necessary; such men, as a rule, will be non-commissioned officers.

Consideration has been given to a proposal that a soldier who gains his second badge during his first period of service should be allowed to draw 1*d.* a day good-conduct pay when in the Reserve, subject to forfeiture for misconduct. Although such a measure might encourage better conduct, both whilst serving and in the Reserve, yet no necessity has been shown sufficient to compensate for the expenditure which such an alteration would involve.

The rates of pay for corporals, elsewhere recommended, will be found to more than compensate them for the withdrawal of good-conduct pay, and the reasons for the recommendation are also there stated.

The rates of pension proposed are calculated independently of good-conduct badges. This will further tend to a simplification of existing regulations.

DEFERRED PAY.

The many and great complications attaching to the issue of deferred pay are mainly due to three causes:—

1. That it commences from the 1st April 1876, and not necessarily from the date of enlistment.
2. That it does not continue throughout a soldier's service, but ceases at the 12th year.
3. That interest is allowed on all sums as they accrue on completion of the various periods of service.

Unless these three causes can be to a great extent eliminated, it will be next to impossible to simplify the present system of deferred pay, which, in its present form, will require a large staff to administer it.

The first cause of complication cannot at present be satisfactorily dealt with; it will only be completely removed when all soldiers enlisted previously to the 1st April 1876 shall have passed to the Reserve or taken their discharge.

To meet the second complication it is proposed, as an inducement to efficient non-commissioned officers to remain in the service, that all sergeants allowed to re-engage to complete 21 years should receive deferred pay for their whole period of service, dating from 1st April 1876.

If the present system be maintained it will exclude from deferred pay those soldiers whose service it is especially important to retain; these will be comparatively few, and will be nearly all sergeants. The extra expense involved in the present proposal will therefore not be great, the system would be much simplified, and a special advantage would be offered where particularly required.

On the 1st January 1877 there were no less than 42,016 private soldiers serving for pension. Owing to the great expense that would be incurred, it is impossible to recommend the extension of deferred pay to all ranks after 12 years' service, and it may moreover be asserted, not only that the private soldier is sufficiently well paid at present, but that inducements should be held out to him to leave the service after six and 12 years rather than to remain on for pension.

It is therefore proposed that every sergeant serving in that rank on the 1st April 1876, or subsequently promoted to that rank be entitled to deferred pay from 1st April 1876 to the completion of 21 years' service, provided, if he has already re-engaged to complete 21 years, that he voluntarily accepts the following conditions:—

- (a.) If during the period comprised in the 13th and 14th years of his service he be reduced to the ranks, or if he resign the rank of sergeant, he will then be discharged without pension, in the same manner as if he had left the army on completion of 12 years' service, but with the right to deferred pay up to date of discharge.
- (b.) Should he be reduced to the ranks, or resign the rank of sergeant, at any time after completing 14 years and before completing 21 years' service, he will then be discharged on the pension of a private soldier, calculated according to length of service, but at the minimum rate. (See recommendations as regards pensions, page 25.)
- (c.) That he be liable during any time of his army service to serve for any period in the militia regiments of his brigade, in the yeomanry, or in the volunteers.
- (d.) That he accepts the new pension rules.

All re-engagements in future should be subject to these conditions.

As a protection to sergeants who incur the penalty of discharge in consequence of reduction to the ranks, all sergeants after completing 12 years' service, shall be liable to trial by district or higher court-martial only. (See p. 15.)

For these reasons the continuance of deferred pay until completion of 21 years' service is recommended as having greater advantages as a means of improving a non-commissioned officer's prospects than largely increasing his pension, which has been so strongly recommended by many commanding officers.

Instead of the present mode of calculating deferred pay, it is proposed to grant a fixed sum of 3*l.* for each year of service completed after 1st April 1876, broken periods being calculated at 15*s.* for each three months or portion of three months, not below 30 days. No soldier who is discharged on completing 12 years' service should receive less than 18*l.* for such service. Men so taking their discharge after the 1st April 1879, would be entitled to at least 9*l.* Government would therefore be put to a maximum expenditure in each case of 9*l.*, but in return would be entirely released from any future payment in the shape of pension, and from the interest due on the deferred pay of his first six years' service.

These sums would be payable only on a soldier taking his discharge or passing to the reserve, and would in all cases be subject to deductions for service not allowed to reckon as effective.

Men who have already completed the period for which, under present regulations, they can receive deferred pay, and who are discharged in a rank below that of sergeant, and all men already enlisted, who may hereafter pass to the reserve on completing six years should remain under those regulations.

The issue of 5*s.* subsistence money, and of a gratuity of 10*s.* for each good-conduct badge in possession on discharge, should be discontinued. The soldier will receive compensation for the loss of these advantages, by being allowed to acquire his second good-conduct badge at the end of five instead of at six years, as has been already recommended.

As regards the third complication, it is proposed to pay a gratuity to soldiers who extend their service on or before completing six years, to complete any period up to 12 years, in lieu of the interest at 2½ per cent. now allowed, and that such gratuities should vary according to rank and appointment, as follows:—

	£
To a sergeant - - - - -	15
To a corporal, artificer, or bandsman - - - - -	10
To a private who, for special reasons, may be allowed to extend his service - - - - -	5

In order to meet the cases of those men who may have extended their service of six years between the years 1870 and 1879, and who therefore will not have received the gratuity proposed, or be entitled to interest on the deferred pay accrued on comple-

tion of six years' service, it is proposed that all of this class, who may take their discharge on completing 12 years, shall receive a further sum of 3*l*.

All soldiers who had completed six years' service before the 1st April 1876, the date on which deferred pay was granted, and who may be allowed to re-engage for pension, will receive interest as at present, at the rate of $2\frac{1}{2}$ per cent., on the deferred pay which accrues to them. Men, however, who did not complete six years before that date, and who may specially be allowed to serve beyond 12 years, should receive in lieu of interest, 1*l*. per annum, broken periods being calculated at 5*s*. for each three months, or portion of three months, not below 30 days, in the same manner as it is proposed to grant deferred pay in future.

The following statement shows the various payments to which, under existing regulations, a soldier is entitled on discharge, and also those to which he would be entitled if the proposals now made be accepted.

The periods of service of the infantry soldier have been taken as the basis of calculation, but the same proposals can be worked out with equal simplicity for the periods of service of the other arms.

ARRANGEMENTS AT PRESENT IN FORCE.

Amount payable to a soldier who passes to the Reserve after six years' service :—

	£	s.	d.
Deferred pay - - - - -	18	5	0
Subsistence money on discharge - - - - -	0	5	0
From fines for drunkenness, if holding two good conduct badges - - - - -	1	0	0
	<u>19</u>	<u>10</u>	<u>0</u>

Amount payable to a soldier who takes his discharge after 12 years' service :—

Deferred pay, with interest - - - - -	39	4	0
Subsistence money on discharge - - - - -	0	5	0
From fines for drunkenness, if holding three good conduct badges - - - - -	1	10	0
	<u>40</u>	<u>19</u>	<u>0</u>

Amount payable to a soldier on completion of 21 years' service :—

Deferred pay, with interest - - - - -	47	6	0
From fines for drunkenness, if holding five good-conduct badges - - - - -	2	10	0
	<u>49</u>	<u>16</u>	<u>0</u>

PROPOSED ARRANGEMENTS.

Amount credited and paid to a soldier during his first six years' service :—

	£	s.	d.
Deferred pay - - - - -	18	0	0
Possession of second badge at five, instead of six years - - - - -	1	10	0
	<u>19</u>	<u>10</u>	<u>0</u>

Amount credited and paid to a soldier during a service of 12 years :—

Gratuity on extension of service - - - - -	5	0	0
Deferred pay - - - - -	36	0	0
Possession of second badge at five, instead of six years - - - - -	1	10	0
	<u>42</u>	<u>10</u>	<u>0</u>

Amount credited and paid to a soldier below the rank of sergeant during a service of 21 years:—

	£	s.	d.
Gratuity on extension of service	*5	0	0
Possession of second badge at five, instead of six years	1	10	0
Deferred pay	36	0	0
Allowance at 1 <i>l.</i> per annum for nine years	9	0	0
	<u>51</u>	<u>10</u>	<u>0</u>

Amount credited and paid to a sergeant during a service of 21 years:—

Gratuity on extension of service (as corporal)	-	†10	0	0
Deferred pay	-	63	0	0
Possession of second badge at five, instead of six years	-	1	10	0
		<u>74</u>	<u>10</u>	<u>0</u>

Although in the preceding arrangement the subsistence money is discontinued, it is not proposed that a soldier should be sent to his home without funds. On the contrary, though the bulk of his deferred pay would be issued to him by the district paymaster after arrival at his place of residence, he should be allowed such advance of deferred pay due to him as his commanding officer may think advisable.

In this re-adjustment of items the payments from the fund created by fines for drunkenness are calculated at the rate at present in force—viz., 10*s.* per badge. It must, however, be borne in mind that this gratuity has been reduced from 1*l.* to 10*s.*, and the rate at which the fund will admit of its being maintained has been lately under consideration. Consequently there will be, in all probability, a still greater gain to the soldier than has been assumed in the foregoing calculation. Moreover, he will benefit by the rule which allows of a broken period exceeding 30 days counting as a complete quarter in reckoning deferred pay.

It is anticipated that the offer of this gratuity to men whom it is desirable to retain in the Army for 12 years will counteract the temptation to leave now held out by the deferred pay due at the end of six years; while, on the other hand, the great majority of private soldiers will (as is desired) be induced by the large sums then due to take their discharge at the end of 12 years.

Senior non-commissioned officers, however, will be tempted to remain on for 21 years, owing to the higher rates of pay and pension proposed for them and to the continuance of deferred pay until they are entitled to pension.

Men joining the Reserve before completing six years' service should receive the deferred pay then due to them, in the same manner that it is given to men purchasing their discharge.

The gratuity on extension of service should be lodged in the Post Office Savings' Bank, and the Savings' Bank Book given to the man, who will thus have complete command over the money, and the means of saving it will at the same time be provided for him.

Soldiers now avail themselves to a great extent of Post Office Savings' Banks, and although the rate of interest is lower than in the regimental banks, they frequently prefer them, owing to the greater conveniences offered.

Regimental Savings' Banks might therefore be abolished in the United Kingdom. A great reduction of clerical labour would be thus effected, and the State would gain by the reduced rate of interest allowed. The Regimental Savings' Bank, with its present rate of interest, should be maintained abroad as an advantage to the soldier on foreign service, as well as in consequence of the difficulty he would experience in investing small sums of money compared to what would be the case at home.

The conditions under which a soldier's service should not count towards deferred pay, stated generally, are, that deferred pay should not be credited for days passed in prison and for days on which pay is stopped.

Under these arrangements the deferred pay due to a soldier would be calculated only when he leaves the colours. From the total sum, to which his length of service entitles him, would be deducted 2*d.* for each day for which pay has been forfeited or stopped. It would therefore only be requisite to enter in the record of service the

* If the service had been extended as an artificer or corporal, the gratuity would be 10*l.*

† If the service had been extended as a sergeant the gratuity would be 15*l.*

number of days' imprisonment and of stoppage of pay awarded and the dates between which the punishments were inflicted.

Deferred pay should be liable for all fines and regimental debts which may be owing when a soldier leaves the colours or becomes non-effective, and for his regimental debts and funeral expenses in case of death; this will involve an alteration in the regulations for contingent allowance.

In the case of men killed or dying on active service in the field, or dying within six months of their return to England in consequence of wounds or disease contracted on active service in the field, their deferred pay should be paid intact to their next of kin without any deductions for imprisonment or stoppage of pay. This would afford a small advantage to the relatives of men who had served their country well, and would also simplify the closing of a man's accounts at a time when calculations not absolutely necessary should be avoided.

Deferred pay would not be issued for any period to a soldier who is ordered by the Commander-in-Chief or by a General Officer Commanding at a foreign station to be discharged as a worthless or incorrigible character, or who is discharged with ignominy, or who is summarily dismissed on conviction of fraudulent enlistment.

With reference to certain recommendations on this subject, made by Commanding Officers, the Committee do not recommend the payment of deferred pay by post office order to men joining the Reserve; but are of opinion that it would be advantageous to all men, if the amount of deferred pay due on leaving the colours were lodged in the Post Office Savings Bank, and the book given to the man in the same manner as has been recommended in the case of gratuities on extension of service. They should attend at the brigade depôt to be recognized, and that some knowledge of them may be obtained by the officers under whose orders they will be placed.

The payment of deferred pay earned after leaving the colours should continue to be made to reserve men as is done at present.

Examples, showing how the proposed system would work, calculated on the supposition that it would come into force on the 1st April 1879, are given in Appendix II.

DISCHARGE BY PURCHASE.

As the deferred pay due to an infantry soldier amounts to 18*l.* at the end of six years' service, and that with that sum he can purchase his discharge, it follows that the question of deferred pay is very intimately connected with that of discharge by purchase, for it affords the means of destroying the reserve of infantry, though it is not probable that it would be extensively used for that purpose. In the other arms, however, the deferred pay does not afford the same facility, as a soldier of the artillery or cavalry, at the end of six years would have accumulated the same sum only, whereas his payment for discharge would be 24*l.*

This effect, it is presumed, was not contemplated at the time deferred pay was given to induce men to continue in the army.

It would be unadvisable to permit such a condition of things to remain, and it is therefore proposed that the payment for discharge should be increased for the infantry, and be made the same for all branches. Having in view also the various changes already proposed in regard to the grant and restoration of good-conduct pay, the sums to be henceforth paid for discharge should not depend upon the badges a soldier may possess. It would not be right, however, to make a great advance in the rate without at the same time providing a means of exit from the service for those who, after a short experience, may find the service distasteful before the State has been put to any large expense on their account.

The proposal of the Committee is that, during the first three months of his service, a soldier of any branch may obtain his discharge on the payment of 10*l.*, not receiving any deferred pay. After that period a uniform payment, irrespective of service, should be required from all, viz., 36*l.*, to meet which the soldier would have the deferred pay accrued up to the date of his discharge. By this arrangement, the money to be found by the soldier will be on a decreasing scale, similar to that now existing. This would work in the following manner for infantry and cavalry as compared with the present rates, disregarding deferred pay:—

	Proposed Scale.	Present Rates, Cavalry.	Present Rates, Infantry.
	£ s.	£	£
After three months	10 0	20	20
" six months	34 10	20	20
" one year	33 0	30	20
" two years	30 0	28	18
" three years	27 0	28	18
" four years	24 0	28	18
" five years	21 0	28	18
" six years	18 0	21	11
" seven years	15 0	21	11
" eight years	12 0	18	9
" nine years	9 0	18	9
" ten years	6 0	15	7
" eleven years	3 0	11	3
" twelve years	—	—	—
" more than twelve, free.			

If, however, a soldier shall have received a gratuity on extension of service, shall refund it also.

The foregoing rates are those payable by a well conducted soldier; the forfeiture of deferred pay in the manner recommended will have the effect of raising the price of discharge to the less well-conducted soldiers, much in the same way as the present rules do, but the process would be much more simple.

In raising the price of discharge for soldiers who have completed more than three months' service, it must be borne in mind that if they are of good character it is open to them to pass to the reserve after three years' service with 9*l.* deferred pay, leaving only 27*l.* to be found. This latter sum would be earned by a service of three years in the Reserve.

It is further recommended that men who have purchased their discharge after three years' service with the colours should be allowed a refund of half their purchase-money after being borne on the rolls of the reserve one year, in cases in which they have joined the reserve to complete their period of army service within 12 months after date of discharge.

MINOR PUNISHMENTS.

By the 50th Article of War, a commanding officer can order any soldier to suffer imprisonment, but the soldier has the right to request trial by court-martial for his offence instead of submitting to such imprisonment. Subject to the same conditions, the Committee recommend that this power of a commanding officer to award imprisonment which now extends to 168 hours (seven days) be increased, and that he be authorized to order that a soldier be imprisoned for any period not exceeding 21 days, with or without hard labour, or with solitary confinement for any portion of such imprisonment not exceeding seven days.

This increased power of imprisonment does not appear too great to intrust to an officer invested with the command of a battalion numbering over 1,000 men, and who would not be in such a position unless in every way fitted for it. The power with which a commanding officer would thus be invested, falls far short of that entrusted to a lieutenant commander of one of Her Majesty's ships or to a magistrate.

This extension of power should bring about a considerable diminution in the number of trials by courts-martial, and the promptitude with which it will allow of punishment being inflicted, while ensuring better results as regards discipline, will diminish generally the time passed in prison by indifferent characters.

Too great importance should not be attached to the fact that a commanding officer cannot take evidence on oath. The evidence given by soldiers, whether on oath or otherwise, is, as a rule, trustworthy. In doubtful cases a commanding officer would still have the power of sending a prisoner before a regimental court-martial.

This recommendation is made in the conviction that commanding officers will use the extended power proposed for them with discretion and judgment.

The power to be exercised by an officer below the rank of regimental field officer in temporary command or in command of a detachment should be approved by the general officer commanding the district, on the recommendation of the commanding officer of the corps.

A special return of all offences, for which imprisonment exceeding seven days may be awarded, should be rendered monthly to the general officer commanding the district.

The total period for which any award of summary punishment can be made should not exceed 28 days; and the only alteration proposed in paragraph 13, section six of the Queen's Regulations is, that the words "twenty-one days" be substituted for "168 hours."

It is proposed that the company sergeants-major and 1st sergeants (see page 21) should be *appointments* in the rank of sergeant, and that it should be in the power of commanding officers to take away these appointments by summary award, when a non-commissioned officer would revert to 1st sergeant or sergeant as might be ordered.

The Committee do not consider it advisable, that commanding officers should have the power of reducing non-commissioned officers to the ranks, or to a lower rank. They propose that the system at present in force for the reduction of non-commissioned officers, by sentence of court-martial, should be continued, with the modification elsewhere suggested that a sergeant, after completing 12 years' service, shall be liable to trial by district or higher court-martial only.

Commanding officers might be allowed to deal summarily, or by regimental court-martial, with cases of absence without leave not exceeding twenty-one (21) days; and also be authorised to award stoppage of pay for absence without leave within that limit. Soldiers should, however, have, as at present, a right to be tried by court-martial, instead of suffering imprisonment or stoppage of pay so awarded:

Great variety exists regarding the manner in which stoppage of pay for absence without leave (50th and 174th Articles of War) is enforced in different regiments and corps. Some commanding officers award the stoppage of a day's pay when men are an hour or so late for tattoo, and of two days' pay if they are absent beyond midnight, a practice quite opposed to the spirit of the Articles of War quoted. The award of a punishment entailing an entry in the regimental defaulter book is too severe for the offence of absence without leave for a few hours; other punishments, such as confinement to barracks, would better meet the requirements of cases of short absence. To secure uniformity of punishment and to protect the soldier who, although absent for a short time, may have done a fair day's work, it should be in the power of a commanding officer to deprive a soldier of a day's pay only when his absence without leave has caused him to miss any regular duty or any other duty for which he may have been required. In this respect an ordinary roll-call should not be considered a duty.

Commanding officers should have power to deal summarily with soldiers who lose by neglect or wilfully spoil articles of clothing, necessaries, equipment, &c., subject to the man having a right to request trial by court-martial. Serious offences of this nature and cases of making away with such articles should, as at present, be disposed of by courts-martial.

The punishment of fine for drunkenness should be immediately and severely felt. A uniform stoppage of 5*d.* a-day would not be too large for enforcing this fine, considering the increase which has been made to a soldier's pay and the other advantages he has obtained since fines for drunkenness were introduced. This arrangement would at the same time much simplify accounts.

The same daily rate of stoppage should be enforced for the recovery of the penalty inflicted on a militia man under the 50th clause of the Mutiny Act.

Every conviction of a soldier by a court of ordinary criminal jurisdiction, and any sentence by a magistrate to imprisonment or to a fine in lieu thereof, necessitates a regimental entry. This stringent regulation must in some cases act very hardly, as it sometimes happens that a soldier is so sentenced to fine for an offence which, in a strictly military point of view, can scarcely be held to affect discipline, and which even from a civil standpoint is in no way serious. It is therefore recommended that fines so inflicted and not exceeding 7*s.* 6*d.* (if paid) should not carry a regimental entry. Fines exceeding that sum should be entered in the regimental defaulter book, commanding officers being at liberty, when they think the entry should be omitted, to represent the case for the orders of the commander-in-chief, or the general officer commanding abroad. In all cases where imprisonment in lieu of fine has been inflicted, the regimental entry would be compulsory.

It is suggested that punishment drill should last for four hours daily, and that this time should be in addition to all *ordinary* parades. This period of punishment drill, except in severe climates, should be rigidly adhered to, and the drill strictly enforced.

These recommendations are made on the supposition, that general officers commanding, with a view to ensure uniformity, will exercise a careful supervision over punishments awarded by commanding officers.

COURT-MARTIAL PUNISHMENTS.

The Committee agree with the majority of commanding officers consulted, that the duration of imprisonment for all ordinary offences should not exceed three months. Short and sharp sentences are best suited to military offenders; the imprisonment of soldiers should be carried out with uniformity and severity.

If these shorter terms of imprisonment be accepted, the necessity for remitting any portion of a court-martial sentence should in these cases be exceptional, and uniformity of punishment in the various districts would be thus secured.

The following recommendations for the treatment of deserters are proposed:

1. Soldiers absenting themselves from their regiments or corps should, in all cases be advertised in the "Police Gazette" as "absent without leave," for the first 21 days of their absence, after which they should be described as deserters.

In the case of men declared to be absent without leave, magistrates and police should have the same powers of committing and apprehending as they have now as regards deserters. Rewards should be granted in the same manner as now, upon the merits of each case.

2. When a soldier, who has been absent, is apprehended, the following course should be adopted.

a. Under 21 days, the commanding officer to try or summarily deal with the offender for absence without leave, but if the offence amounts to desertion it must be referred to the general officer commanding.

b. After 21 days, the usual Board to assemble to declare the man illegally absent. This declaration to have the same effect as now.

c. After this Board has declared the man illegally absent, his case to be referred to the general officer commanding, who can try him by district court-martial for desertion or by regimental court-martial for absence without leave.

d. The commander-in-chief may, in the case of confession of desertion, dispense with the trial, but the offender would have to complete six years' service from the date of such confession, in the same manner as if convicted of desertion by court-martial.

3. Men brought to trial under *a* and *b*, to be tried either for absence without leave or for desertion, as the evidence may justify when the case is investigated.

4. The penalty of death to be applicable to desertion only in time of war, or when a soldier is under orders for active service.

5. Penal servitude to be applicable to any offence of absence accompanied by unlawful enlistment, or to a second offence of simple desertion.

6. A sentence of six months' imprisonment shall be awarded in cases of simple desertion, for a first offence, if committed in time of peace, when a soldier is not under orders for active service.

With the view of checking desertion, the power invested in the officer commanding-in-chief Her Majesty's Forces, by the 54th clause of the Mutiny Act, and the 46th and 47th Articles of War, of ordering men convicted of desertion or confessing to that crime to serve in any regiment or corps, might be extensively used, so as to ensure deserters, on rejoining their Colours, passing their period of service at some foreign station where little, if any, opportunity to desert would exist. In carrying out the despatch of deserters to regiments or to their linked battalions abroad, care should be taken not to send an undue proportion of them to any one corps.

It has been elsewhere recommended, that all service previous to desertion should be absolutely forfeited for all purposes whatever. Deserters thus sent abroad would consequently have six years to serve from the date of their conviction (*see* page 19.)

The crime of desertion is of a special and peculiar nature. The greater number of cases occur during the first and second years of service, and may often be traced to some temporary difficulty, trouble, or irritation, and to inexperience of military duties and obligations, rather than to a vicious disposition. As from a civil point of view the offence is not considered serious, the idea is thus probably entertained by young

soldiers that desertion is only a breach of engagement and not a grave military crime.

The crime being of a special nature, special means should be adopted to counteract it. In this view, and bearing in mind that it is proposed to obtain good and effective service from soldiers who have deserted, it is recommended that the imprisonment to which they are sentenced be of such a nature, as to allow of their military training being to some extent carried on whilst in confinement. The trooping season to India lasts for six months in the year, and opportunities of sending men to the colonies occur at other times; it would therefore rest with the general officer commanding the district at the port of embarkation or disembarkation to exercise his discretion in remitting any unexpired portion of the sentence of imprisonment. Men convicted of desertion should be imprisoned together at some place convenient to a port of embarkation. It is recommended that a soldier be discharged Her Majesty's service with ignominy or as a worthless and incorrigible character—

- (a.) When found guilty by court-martial of wilfully tampering with his eyes, or maiming or injuring himself or any other soldier, with intent to render himself or any other soldier unfit for service.
- (b.) When sentenced to penal servitude or convicted of felony in any civil court in England or Ireland, or of any crime or offence in any civil court in any part of the United Kingdom, or in any part of Her Majesty's dominions out of the United Kingdom, which, if committed in England, would amount to felony.

If the recommendations regarding increased pay and improved position for non-commissioned officers be accepted, it may be confidently hoped that a better class of men will be induced to enlist than is now the case. With a view, therefore, to protect, as far as possible, respectable men from the society of disreputable associates, and to save young soldiers from evil example, it is urged that all men discharged as bad characters should be marked in a simple but effective manner. The most suitable place for this purpose, and the least open to objection, would be under the arch of the foot.

RECKONING OF SERVICE TOWARDS GOOD CONDUCT PAY, DEFERRED PAY, LIMITED ENGAGEMENT AND PENSION.

If service were reckoned for every purpose, according to one uniform system, great simplicity would be obtained; with short service there is no longer the same reason as formerly existed for making distinctions, and it is therefore strongly urged that the reckoning of service towards limited engagement and towards pension under different rules should cease.

It appears almost self-evident, that it must be contrary to the interest of the State and of the army, to retain men of bad or indifferent character with the Colours for a longer period than steady and well conducted soldiers. This, however, is the result of the system at present in force. A soldier who suffers imprisonment by sentence of a civil court or of a court-martial, or who absents himself for more than five days is compelled to serve after completing his six years, to make up for the time passed in prison or in absence. For the time he is thus retained he necessarily excludes from the ranks, and consequently from training for the Reserve, a man of better character.

The soldier who undergoes imprisonment or absents himself without leave is deprived of his deferred pay for the days on which he thus fails to perform his duty. This deprivation of deferred pay should be felt when a man passes to the Reserve or takes his discharge, but as he is retained to make up for lost service, he at the same time makes up his deferred pay, and consequently suffers no inconvenience in this respect on discharge.

The system of compelling men to make good lost service acts therefore as well in their favour as to their disadvantage, since the necessity of completing time for pension does not exist. As, moreover, the retention of these men beyond six years will reduce the Reserve, it is clear that the system at present in force for reckoning service towards limited engagement is unsuitable under the Army Enlistment Act of 1870.

The continuance of service with his corps beyond six years should be regarded by the soldier as a privilege, but this idea cannot be maintained, if at the same time extra service is to be considered a punishment.

If these views be adopted, time towards limited engagement and time towards pension should count from the date of attestation without any deduction whatever.

On completion of 21 years a soldier would be discharged to pension, but the rate to be awarded would depend on the effective service rendered. It would then no longer be necessary, in order to make up their lost service, to retain old soldiers past the prime of life, with constitutions often tried by foreign climates; men so retained are preventing others, younger and more efficient, from enlisting and training for the Reserve.

By the system advocated, a soldier who, during his 21 years' service, has never been absent from duty owing to imprisonment, or who has never been deprived of pay for absence, would be awarded the highest, or 21 years' pension. A soldier whose periods of imprisonment and stoppage of pay reckoned, on completing 21 years from the date of attestation, together amount to less than 365½ days, would receive the 20 years' pension, and a soldier whose periods of imprisonment and stoppage of pay together amount to more than 365 days and less than 730 days would receive the 19 years' pension, and so on.

All service should be reckoned as effective towards good-conduct pay, deferred pay, and full rate of pension, except days for which pay is stopped. This would include:—

- (a.) Imprisonment, whether by award of a court-martial, a civil court, or a commanding officer.
- (b.) Detention awaiting trial for an offence of which a soldier is afterwards convicted by court-martial or the civil power.
- (c.) Being a prisoner of war (unless it shall appear to the satisfaction of a court-martial to be summoned on the soldier rejoining the service, that he was not taken prisoner through his own wilful neglect of duty, and that he rejoined as soon as he could and ought to have done).

The proposed arrangement of pensions is that most suitable to the majority of men likely to earn them. These will undoubtedly be non-commissioned officers, and as the discontinuance of good conduct pay for corporals has been elsewhere recommended, the amount of pension should be independent of good conduct badges in possession. As regards non-commissioned officers, it is contemplated that only those of good character will be allowed to re-engage, and it is proposed that they should be allowed to count their whole time towards pension without any deductions whatever. It would not be to the interest of the service nor of the State that a complicated system of reckoning service and pensions should be maintained to meet the few cases of non-commissioned officers allowed to re-engage for pension, who during their early service had been awarded punishment for minor offences.

The Committee recommend that all service previous to conviction of "desertion," and "absence from one corps followed by enlistment into another," and previous to confession of these offences, where the trial has been dispensed with, shall be absolutely forfeited for all purposes whatever, and shall under no circumstances be restored.

Men of all branches of the army convicted of either of the crimes mentioned in the preceding paragraph, or confessing to those crimes, the trial having been dispensed with, should be held to recommence service with the Colours for six years from date of conviction or confession, and afterwards to pass to the Reserve for another six years. This new service with the Colours should be rendered abroad.

The system proposed for reckoning service towards limited engagement and pension, should come into operation from the date of the regulations that may be issued on the subject, retrospectively for all men below the rank of serjeant now with the Colours, enlisted subsequently to the 9th August 1870. In future no man who has been convicted of desertion, or of desertion from one corps followed by enlistment into another, or who confesses to those crimes, the trial having been dispensed with, should be allowed under any circumstances whatever the privilege of re-engaging for pension.

Every serjeant serving in that rank on the 1st April 1876, or subsequently promoted to that rank, who may have already re-engaged to complete 21 years, should reckon service towards pension under the new rules, provided he accepts the conditions attaching to the new proposals for the deferred pay of serjeant. In the case of serjeants, who may hereafter re-engage to complete 21 years, the new rules proposed for reckoning service towards pension should be compulsory.

IMPROVEMENT OF THE PAY AND POSITION OF NON-COMMISSIONED OFFICERS.

The introduction of the short service system has seriously affected the supply of a good class of non-commissioned officers for our army, and as the number of experienced serjeants enlisted previously to 1870 decreases, the difficulty of obtaining efficient men to replace them steadily increases. Information on this subject has been obtained from Commanding Officers, and a summary of their reports will be found in Appendix III.

There is now an unwillingness on the part of young soldiers to take the stripe of lance-corporal, and a readiness to resign it when obtained. Men do not now care, for a short unexpired portion of their six years' service, to incur the responsibility, the hard work, and the unpopularity often at first attaching to a non-commissioned officer's position. Men who remain beyond six years, and become good and efficient serjeants, are those most likely to succeed in civil life, and consequently the least likely to re-engage for pension. With short service, the efficiency of our army depends more than ever on our having a sufficient supply of good non-commissioned officers, and to secure this, the Committee are of opinion that it will be absolutely necessary to increase the pay. Increased pay, with the other advantages proposed, should tempt a better class of men to enlist, with the view of gaining promotion and making the army a permanent profession.

The system which exists in some corps of training and instructing young soldiers for the position of non-commissioned officer has a beneficial effect, and should be generally encouraged.

In any measures that may be taken in England to secure a superior class of men for non-commissioned officers, Government will only be following the course adopted in other European countries in which, for the same object, and owing to the longer period that short service has been in operation, decisive and liberal regulations have already been introduced. Appendices IV. and V. show what has been done in this respect in France, where, profiting by the experience of other nations, and by the failure of attempts previously made, the latest legislation on this subject has taken place.

It will be to the advantage of the service that non-commissioned officers should remain for at least 12 years with the Colours; a large majority will probably be induced to extend their service for so long by the gratuities proposed under the head of "Deferred Pay." Beyond that period, it will be to the interest of the State to retain all non-commissioned officers of superior grades, such as staff-serjeants, and company and troop serjeants-major, &c., and a proportion at least of platoon serjeants. It may be anticipated that the scale of pay and pension proposed for the senior non-commissioned officers will induce many to remain for 21 years, and that while some of the platoon serjeants will take their discharge in order to realize their deferred pay, others will remain in the hope of obtaining further promotion and pension.

As regards the infantry, there are not many non-commissioned officers who, after 15 or 16 years' service with the Colours, continue equal to the severe fatigue entailed by the modern system of manœuvring and fighting in extended order, and in the other branches the retention of all the senior non-commissioned officers to complete 21 years for pension would interfere with the maintenance of a healthy flow of promotion. The outflow of non-commissioned officers for employment with the auxiliary forces and in posts connected with the staff, recruiting, and garrison duties affords a satisfactory relief. Men can, moreover, fairly discharge the duties of these appointments beyond the age at which they would ordinarily complete their army service. It is recommended, however, that instead of discharging non-commissioned officers to pension after 21 years' service, as is now done, it be made a condition of their continued employment that they extend their army service in accordance with section 10 of the Army Enlistment Act of 1870.

For this extended service it is elsewhere proposed that increased pensions be given, similar to those allowed to pensioners now filling the positions referred to, but that they be granted at a higher rate.

There are many subordinate positions in garrisons which require the services of steady and thoroughly efficient men, and it would be no disadvantage if they were held by non-commissioned officers somewhat over 40 years of age. These appointments might be made good prizes in the service; the pay, emoluments, and pensions attached to them should be laid down and made fully known.

It is necessary to induce men to strive for and to wish to retain the rank of non-commissioned officer. In this view, in order to raise the status of the rank of corporal, and at the same time to make the position as valuable as possible in the eyes of the well-conducted private soldier, it is proposed that, as in the rank of serjeant, good-conduct pay should not be granted, but that the pay of corporal should be increased to a rate more than sufficient to cover the good-conduct pay withdrawn, and also that the full pay of the rank should be given at once, instead of after two years' service.

The present system of giving increased pay to serjeants after holding that rank for two years, irrespective of conduct or efficiency, should be replaced by one which will regulate their promotion rather by merit than by length of service, and will also provide for their advancement, within reasonable time, to a higher rank or to an appointment, carrying with it an increase of pay. With this object it is recommended that the appointment of "first serjeant" be instituted, and that half of the platoon serjeants be "first serjeants" and half "serjeants"; and further, that for the latter, the rate of pay now received by a serjeant, after two years in the rank, be retained as far as may be found convenient. By this arrangement non-commissioned officers will have increased advancement to look forward to, and the complication which now exists, of non-commissioned officers holding the same rank and appointment but drawing different rates of pay, will be avoided.

Whether this proposal be accepted or not, it is recommended that the full rates of pay for all non-commissioned officers above the rank of serjeant be inserted in the pay tables; the rule allowing 2*d.* a day increase, after two years' service in the rank of serjeant, has no effect on the pay of non-commissioned officers above that rank, and the present arrangement of the pay tables gives them an appearance below their real value.

The rates of pay recommended for non-commissioned officers are as shown in Appendix VI.

It is not advisable to increase the pay of any other class of men to induce them to extend their service. The gratuities already proposed should be sufficient to secure the services of all others whom it may be desirable to retain with the Colours.

Colour-serjeants, Troop and Battery Serjeants-Major now receive pay from the contingent allowance to Captains. If the recommendations regarding the issue of furlough pay to the men, and the liability of deferred pay for debts be accepted, the contingent allowance would then remain, to a great extent, for the purpose of remunerating the Colour-serjeant. So long as the present system of payment is retained, under which the time of the chief serjeant of the company is largely occupied in keeping accounts, some payment must continue; but with the alterations proposed, it is not advisable that the pay for their work should remain unrecognized in the warrants, and it is therefore recommended that extra-duty pay should be sanctioned, varying, more or less, with the establishments of regiments, and the contingent allowance be put on another footing.

The arrangements for the pay of serjeants now employed at the Schools of Musketry and Gunnery and at other similar establishments are very complicated, being regulated by special scales giving periodical increments. It is recommended that the existing system be replaced by one in which the pay of the several ranks should be those which may be laid down for the pay of the staff and regimental serjeants of the corresponding corps of the army. If it be thought that those employed at these schools, being specially selected, should be in receipt of high rates of pay, it is better to give the rank and pay of non-commissioned officers of the higher grades in the army than to introduce special scales of pay which give rise to constant and invidious comparisons.

Orderly-room clerks and pay-master serjeants should in future be 3rd class staff clerks, with a minimum rate of pay at 3*s.* a day. They should not, however, be permanently appointed until after a suitable period of probation.

As a further means of improving the position of Non-commissioned Officers, it is suggested that their number in all battalions on the British Establishment should be the same, and should include eight Company Serjeants-Major (Colour Serjeants) and 16 1st Serjeants and 16 Serjeants (32 Serjeants). Thus the work of non-commissioned officers in home battalions, which has lately been considerably augmented by the large number of recruits passed into the ranks, would be lightened. The necessity of giving extra pay to two drill serjeants per battalion, which has been strongly urged by some Commanding Officers, would then no longer exist. Such an arrangement would also allow of Company Serjeants-Major being exempted from mounting guard when Commanding Officers think it advisable they should not be employed on that duty.

Some endeavours should be made to improve the social position of non-commissioned officers. It often happens that the fact of wearing Her Majesty's uniform proves a disadvantage to soldiers when travelling or when attending theatres or other places of public amusement. Non-commissioned officers complain that when proceeding on furlough, they are not allowed by the rules of some steamship companies to pay for and make use of the 2nd class saloon, although this privilege cannot be denied their wives who may be accompanying them.

When contracts are made on behalf of the Government with steamship companies, it might be possible to arrange that non-commissioned officers when proceeding on furlough, should not be debarred from availing themselves of the superior accommodation they desire to pay for.

As regards the admission of non-commissioned officers to suitable seats in theatres, a representation in the proper quarter might have a good effect as far as London is concerned, and a good example in this respect set by the Metropolis might, in a short time, be followed in provincial towns.

It is recommended that no difference should exist in the number of chevrons worn by Serjeants of corresponding rank of the different branches of the service, and as regards lace on the collar of the tunic all arms should be, as far as possible, similarly treated.

It is suggested that all serjeants of Infantry of the Line should wear forage caps similar in shape to those worn by regimental staff serjeants, and that the forage caps of company serjeants-major should be of superior quality to those of other serjeants.

The distinction between 1st serjeants and serjeants would, perhaps, be sufficiently marked by giving the former a gold star above the stripes, the serjeants retaining the present chevrons of serjeant.

Non-commissioned officers and men who extend their service and re-engage for pension should, on completion of six and twelve years respectively from date of enlistment, be allowed, at the first convenient opportunity, the privilege of furlough at any time, irrespective of the regular furlough season.

It is very desirable that all 1st serjeants and serjeants who cannot be provided with separate rooms in barracks should be given a "bunk" in the barrack room, furnished with a chair and table. A certain amount of privacy for reading, writing, and making out returns, &c. which at present they cannot obtain, would thus be secured to them.

It is also recommended that all serjeants having separate quarters or "bunks" be allowed to burn lights for one hour after the last post.

A special form of pass, to be approved at Army Head-Quarters, should be introduced for the use of non-commissioned officers. The date of latest offence should not be shown on this pass.

GOOD CONDUCT DECORATION AND MEDAL.

It is recommended that a bronze decoration be given to a soldier who, at the end of his first six years' service with the Colours, has no instance of drunkenness recorded against him, nor entry in the regimental defaulter book, and who is certified by his Commanding Officer to be a good and efficient soldier.

This decoration would be a great incentive to good conduct, for not only would the soldier feel a just pride in its possession, but, as an undoubted testimony to character, it would also prove a considerable gain to him, when seeking employment in civil life. It would have the further advantage of distinguishing these men on their rejoining the army.

The medal for long service and good conduct should be given to a soldier who, on completing 12 years' service with the Colours, has no instance of drunkenness recorded against him, nor entry in the regimental defaulter book.

The gratuity not exceeding 5*l.* should be given to a soldier who, after 18 years' service, has no instance of drunkenness recorded against him, nor entry in the regimental defaulter book.

There cannot be any difficulty in clearly establishing the claim of a soldier in any of these cases. General Officers Commanding should therefore be empowered to settle, without reference to the War Office, all applications they may receive from Com-

manding Officers regarding the decoration after six years', and the medal after twelve years' service, periodically reporting all particulars to superior authority.

The gratuity should be issued by the Paymaster at the expiration of eighteen years, and without reference to the War Office, under the same conditions as elsewhere proposed for the payment of gratuities on extension of service.

PENSIONS.

The system under which pensions are granted should be simplified as much as possible, both for the convenience of the public service, and also that it may be better understood by the class from which recruits are drawn, and by the soldier himself.

The following scale is proposed for those serjeants who may at once accept the conditions recommended at page 9, and for soldiers who have entered the service under the Act of 1870.

BRITISH SOLDIERS.

Permanent Pensions.

	On completing 21 years' service from date of enlistment. " 18 " " if prematurely discharged. " 14 " " if invalided, or on reduction of establishment.				Addition for each year's service above 21 years.	With regard to total service, if disabled owing to— (1) Wounds, (2) Blindness, (3) Disabilities, contracted in and by military services.			
NON-COMMISSIONED OFFICERS.									
With the following service as <i>Serjeant</i> , being discharged in that rank.									
12 years.		9 years.		6 years.		3 years.			
Class I.	s. d. 3 0	s. d. 2 9	s. d. 2 6	s. d. 2 3	} 1d. to a maximum of 9d.	When only partially capable of earning livelihood. A maximum of 3s.	When totally incapable of earning livelihood. Addition per diem, 6d.		
Class II.	2 9	2 6	2 3	2 0					
Class III.	2 6	2 3	2 0	1 9					
Class IV.	2 3	2 0	1 9	1 6					
With the following service as <i>Corporal</i> , being discharged in that rank.									
12 years.		9 years.		6 years.		3 years.			
Class V.	s. d. 1 8	s. d. 1 6	s. d. 1 4	s. d. 1 3	} ½d. to a maximum of 5d.	2s. 0d.	} 1s.		
PRIVATES.									
With the following service towards pension on discharge.									
21 years.		20 years.		19 years.				18 years. 14 years.	
Class VI.	s. d. 1 1	s. d. 1 0	d. 11	d. 10	d. d. 8 to 10	1s. 6d.			

*Temporary Pensions.***Under 14 Years' Service.**

		Number of years' service in the Class.		
		3 years and upwards.	1 year and upwards.	Under 1 year.
		s. d.	d.	d.
		1 0	10	8
Classes I. to IV.				
Class V. - -		0 10	8	Rate of Class IV.
		Number of years' servitude.		
		Above 12 years.	Above 6 years.	Under 6 years.
		d.	d.	d.
Class VI. - -		8	7	6

The principal object aimed at in the new scale is simplicity.

This has been mainly obtained by substituting length of efficient service in the grades of non-commissioned officer for the number of good-conduct badges imputed to, but never held by men of this rank. The rates have only been slightly raised, as will be seen on reference to Appendix VII., where those proposed are compared with pensions which have been actually awarded. Many Commanding Officers have urged a large increase of pension as absolutely necessary.

The greatest comparative increase occurs in Class VI., but as private soldiers who, in future, will exceptionally be allowed to re-engage will be men of exemplary character, this increase is more apparent than real. The highest rate of pension would then be that now awarded to the soldier with five good-conduct badges, and it is intended that this shall be acquired only by a man who has never undergone a day's imprisonment or stoppage of pay. The 1s. a day is the amount that will, as a rule, be earned by the few private soldiers who remain on for pension, and this rate is, in the opinion of the Committee, which is supported by the evidence of several Commanding Officers, the lowest that should be given to a soldier of good character who has served his country for 21 years.

The rate of pension of Class II. has also been somewhat raised. This is a class which comprises a small number of non-commissioned officers, all of whom, however, fill useful and responsible positions, and whom it will be to the advantage of the State to retain in the service by the prospect of an increased pension.

In the other classes the rates proposed are very slightly in excess of those at present in force, in some cases they are even lower.

It is intended that a soldier's pension should be decided according to the class to which he belongs on leaving the service. For instance, a soldier who, on completing 21 years, has served 9 years 162 days in Class IV., and 5 years 156 days in Class I., would receive the pension due to Class I. after 12 years as serjeant, that is to say, 3s., or the highest amount awarded. Soldiers must, however, have been continuously, for one year previous to discharge, in the class from which they are pensioned. If they have been less than one year in the class to which they belong when discharged, their pension will then be reckoned according to the class from which they were last promoted.

Serjeants who have already re-engaged to complete 21 years will be permitted to reckon their pension according to the new scale proposed, only on their accepting the conditions attached to the new proposals for the deferred pay of serjeants. The new scale should be compulsorily applicable to all soldiers who may hereafter re-engage or extend their service with the Colours.

It is proposed to continue permanent pensions to soldiers invalided after 14 years' service. It will, however, be necessary, in the interests of the State, to prevent men re-

engaging for pension whose constitution has been impaired, or whose health is giving way. In this view, the re-engagement of a serjeant should be approved by the General Officer Commanding the district, whose duty it would be to satisfy himself, after reference to a medical certificate and the other usual documents, that the serjeant's health as well as his character were such as to render his retention in the service desirable. In the case of soldiers below the rank of serjeant, no re-engagement for pension should be allowed on home service, except with the sanction of His Royal Highness the Field-Marshal Commanding in Chief, and on foreign service with the sanction of the General Officer Commanding.

Men should be given to understand at the time of extending their service, that no soldier can claim as an absolute right to serve on for pension: this must depend on the rank he holds, or his qualification for special duties.

In deciding the amount of pension to be awarded in the case of wounds, blindness, and disability, the maximum of which is entered in the proposed scale, consideration should be given as at present to the degree of injury or disability, the length and nature of the soldier's service, and his character while serving.

The Committee propose that the Company Serjeant-Major (Colour Serjeant), Troop Serjeant-Major or Quarter-Master-Serjeant, Troop Corporal-Major, and Battery Serjeant-Major or Quarter-Master-Serjeant should be advanced from the 4th to the 3rd class for pension. This recommendation is warmly supported by the Commanding Officers whose opinions have been called for, and it is urged that these Non-commissioned Officers, who have very onerous and responsible duties to fulfil, are deserving of a higher pension than is now awarded them. These are the men who, in the interest of the State, should be specially induced to remain in the service by the offer of increased advantages. Against the increase of pension proposed, there will be some set-off in the employment of these Non-commissioned Officers with the auxiliary forces on the Army pay of their rank, instead of, as is often now the case, on the pay of their Militia rank with their Army pension in addition. In the scale above given, provision is made for an increase of pension to soldiers who may serve beyond their 21 years with the auxiliary forces or in any of the Army appointments usually held by pensioners.

Soldiers of the Army Hospital Corps should be awarded pensions under the new scale, but should at the same time retain the privileges secured to them by Clauses 1292 and 1293 of the Royal Warrant for Pay and Promotion of 1st May 1878.

The new scale should be applicable to the Army Service Corps.

As regards Blacks and Gun Lascars, the existing pension regulations should be retained.

As at present the case, temporary pensions should be allowed to soldiers discharged before completing 14 years' service on account of unfitness for the ordinary duties of a soldier caused by disability contracted in and by the service. Such pensions would be issued to soldiers of less than 6 years' service for 18 months; to this period an addition not exceeding 3 months would be made for every additional year of service up to 14 years.

The privileges accorded to soldiers in Clauses 1310, 1312, 1313, and 1316, should be continued.

The regulations regarding forfeiture of pension, examination of soldiers claiming pensions, and the general regulations now existing, should remain in force.

MISCELLANEOUS PROPOSALS.

The advantages offered to men enlisting, should be advertised as extensively as possible. It is a well-known fact, that recruits in large numbers join the service entirely ignorant of the existence of deferred pay, and consequently of their being entitled to considerable sums of money on leaving the Colours. If the proposals for simplifying the systems of deferred pay and pension be accepted, it will be possible to show, in a concise and perfectly intelligible manner, the entire conditions of a soldier's

service. If this be done, it may be expected that many men who are now ignorant of its advantages will be induced to join the Army.

Advertisements should be frequently inserted in the London and county papers and placarded at railway stations, and notices explaining "The Advantages of the Army" should be issued to the Postmaster-General, for distribution to all post offices in the United Kingdom, at least twice a year. The advertisements in county papers should contain information regarding all recruiting agencies in the county.

Many of the more serious offences in the Army are committed by soldiers who fraudulently re-enter the service after having either previously deserted or been discharged for bad conduct. As already pointed out, the example of such men has a prejudicial effect upon the young soldiers who now form so large a proportion of the Army.

During the ten years 1868-77, the number of desertions from the Army was 45,529; and 16,329 men were discharged as bad characters.

In addition to these, a considerable number of men were summarily dismissed from the service on being convicted of fraudulent enlistment by the Civil Power. The number of the latter class, as far as can be ascertained at present, averages 700 per annum.

Since the issue of the report of the Recruiting Commission in 1867, great changes have taken place in the Army, and the recommendations then made are now being carried out under conditions which could not have been anticipated. Since that date, moreover, while the marking of deserters and men discharged with ignominy has been abolished, bad characters have been discharged in far larger numbers than formerly; these men, together with professional deserters form a large class from which recruits are obtained. Owing to the increased demand for recruits under the short-service system, these bad characters, against whom there is no safeguard, have frequent opportunities of re-entering the service:—

The frequency of fraudulent re-enlistment is shown by the cases given in Appendix VIII., which also illustrates:—

- 1st. The facility with which fraudulent enlistment can be committed without detection, and in many instances by the same individual.
- 2nd. The frequency of the offence.
- 3rd. The consequent great cost to the public.

The cases in Appendix VIII. are the worst of those which occurred in a single Brigade Dépôt during the past 12 months.

If more vigilance were exercised by the recruiting parties in the examination of recruits these instances of fraudulent enlistment should materially decrease. The present system appears, however, to offer no inducement to the recruiters to exercise vigilance; but, on the contrary, by the payment of a large reward for every enlistment, it holds out a temptation to them to enlist as many men as they can obtain, notwithstanding that the appearance of the recruit may indicate previous service in the Army. The refund of the reward to the recruiting party is required only in the event of a fraudulent enlistment being discovered within six months from the date of attestation; the chance of this discovery is small, and the risk is readily accepted by recruiters.

Great difficulties undoubtedly surround this question; to meet these, it is well worthy of consideration whether as a tentative measure the present system of rewards to recruiting parties should not be replaced by the issue of extra duty pay to the serjeants employed on recruiting service. There should be at least two classes of this extra duty pay, the higher rate being given to those serjeants who perform their duty in the most satisfactory manner.

It is urged that the experiment be made of increasing the rewards for the apprehension of deserters and for the detection of fraudulent enlisters. Should this measure prove successful, and the previous recommendation of the Committee as regards the treatment of deserters be accepted, a considerable economy would result to the State.

Should these proposals be adopted, the levy money, now amounting to a very large sum, would be available.

Great weight is attached by the Committee to the recommendations made by officers commanding regiments, as shown at page 75 of Appendix I., on the subject of the

treatment of young soldiers. Commanding Officers should be directed to use their best endeavours to secure for young soldiers kindness and consideration, especially from their drill instructors, during their earlier period of service. At all recruit drills an officer should, as a rule, be present.

Recruits on joining the service cannot be expected to understand matters of discipline, and the nature of military offences. Steps should be taken as soon as possible after they join to inform them of the penalties they incur by desertion and other military crimes.

Well conducted soldiers should be liberally treated in the matter of passes. In large garrisons, discontent is occasionally caused by passes being more freely given in some corps than in others, and to avoid this, the issue of passes should be regulated by the Officer Commanding the garrison. The regulations should lay down how long a man must be clear of the regimental or company defaulter book before becoming qualified for a pass, the hours between which passes are to be allowed, and the maximum proportion of soldiers to whom they may be granted. They should be drawn up and altered from time to time to suit local requirements, and approved by the General Officer Commanding the District.

When soldiers proceed on furlough, their pay and subsistence allowance, less the cost of their return journey, should be advanced to them in full, and charged against the public. It is important, in the interests of recruiting, that when soldiers visit their friends, they should be well supplied with funds. This would require a modification of the present regulations for the contingent allowance.

The Committee recommend, that canteens should not be opened for the sale of intoxicating or malt liquors to be consumed on the premises, until the dinner hour of the corps by which they are used. This arrangement, however, should not interfere with the practice existing in some corps, of allowing men to have beer with their dinners. According to the general rule now in force, no intoxicating nor malt liquors can be sold in canteens before the hour of 12 noon; but as the dinner hour in different branches of the Service varies, it follows that the interval between the opening of the canteen and the dinner hour must also vary. There is no reason why this should be the case, and the introduction of a uniform rule, as proposed, would tend both to the health and conduct of the men. Many young soldiers acquire a habit of drinking before dinner, owing to the facility afforded by the canteen, and the example set them by older comrades.

According to the practice now existing, soldiers under sentence of imprisonment are not embarked as prisoners from the United Kingdom on board Her Majesty's Indian troopships. Such men are either retained in prison when their corps or detachment proceed abroad, or if ordered to accompany them are released on embarking. Men, who wish to escape foreign service, commit offences knowing, that the punishment which must follow, will prevent their being embarked on board a troopship.

Prisoners are brought home from India in Her Majesty's Indian troopships, and the accommodation allotted for them is ample. Arrangements might be made with the Admiralty for allowing in future a certain percentage of prisoners to embark with all corps or detachments proceeding abroad.

The Committee fully agree with the opinions, so strongly expressed by many Commanding Officers, that the employment in Government civil appointments of soldiers, who have completed their time of service with the Colours, would not only act as a great incentive to enlistment, but would also induce many of our best non-commissioned officers to extend their service or to re-engage for pension.

With reference to the report of the Select Committee of the House of Commons (1876-77) on the civil employment of soldiers, sailors, and marines, it appears that, although the labours of the Committee were continued through two sessions, they did not result in any definite scheme or recommendation.

It is a matter of regret that the Select Committee were not able to arrive at a more satisfactory result, still it may be found possible to work out some scheme by which such civil appointments as are at the disposal of Government, may thereafter be made available for intelligent and well educated soldiers who have completed 12 years with the Colours, or who have been discharged to pension.

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